United Nations DP/2001/6

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.: General
19 December 2000

Original: English

First regular session 2001
29 January-6 February 2001, New York
Item 5 of the provisional agenda
Reports to the Economic and Social Council

UNDP: Report to the Economic and Social Council

Report of the Administrator

Summary

The present report was prepared in conformity with a joint format agreed on by the United Nations Development Programme, the United Nations Population Fund and the United Nations Children's Fund, with the list of issues identified in consultations among United Nations Development Group members.

It contains an account of the implementation of the reform programme of the Secretary-General and the provisions of the triennial comprehensive policy review, follow-up to international conferences, and humanitarian and disaster relief assistance.

00-80917 (E) 120101

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I. Implementation of the reform programme of the Secretary-General and the provisions of the triennial comprehensive policy review

A. Structures and mechanisms

1. During 2000, the reform of the Administrative Committee on Coordination (ACC) and its subsidiary bodies progressed still further. In particular, the review of ACC by a team of three senior experts recommended the creation of the High-Level Programme Committee (HLPC), which was endorsed by ACC and met in October 2000 to establish its terms of reference. All the relevant programme and operational bodies currently under ACC were requested to review their own terms of reference and mandates in the light of the outcomes of the ACC review and the subsequent decisions of ACC. In addition, ACC itself is contemplating a change of its name to reflect its role as the Board of Executive Heads of the United Nations system. Similarly, the Organizational Committee of ACC is to be replaced by a network of focal points or "sherpas", who would communicate throughout the year, supported by the Office of Interagency Affairs (OIAA) in the Department of Economic and Social Affairs (DESA).

Problems encountered and lessons learned

2. The review of ACC led to the establishment of the HLPC, which will have oversight of all the programme and operational consultations under the ACC umbrella but will in its own deliberations focus primarily on programme issues. However, it is important that the inter-agency policy and procedural work on operational activities, which serves to convert legislative mandates into actual operational policies, procedures and guidelines also continue while this new area of programme policy is dealt with. The HLPC is not designed to do this work itself and would need to rely on a subsidiary body. The work is currently carried out by the Consultative Committee on Programme and Operational Questions (CCPOQ) and its Working Group on the Resident Coordinator System. As the subsidiary bodies of the new HLPC are reviewed and reformed, it is important that this work be given continuity in order for the legislative mandates of the General Assembly and the Economic and Social Council on operational activities to be implemented. Furthermore, it is important that the bridge provided by these current mechanisms between the United Nations and the system as a whole be continued, particularly on issues relating to the resident coordinator system.

3. In carrying out this reform, ACC was clear in affirming that the HLPC would not serve to add another layer of inter-agency machinery but rather would lighten the burden on ACC by taking programme decisions on its behalf.

4. Regarding the experience with the streamlining of the United Nations Development Group (UNDG), the experience with sunset clauses for its subsidiary bodies has proven positive in terms of simplifying the UNDG work processes and focusing staff time only on items of top priority. Each year, UNDG reviews the subsidiary bodies and groups to see which ones have achieved their expected results and goals and whether they need to continue to meet. This is an experience that could prove of relevance to the broader ACC machinery.

Recommendations

5. The Council may wish to:

(a) Take note of the problems encountered and lessons learned in enhancing the structures and mechanisms for United Nations reform and inter-agency coordination;

(b) Welcome the ongoing efforts by the Administrative Committee on Coordination and the United Nations Development Group to rationalize the architecture of their subsidiary bodies;

(c) Reaffirm the need for a United Nations system-wide consultative body to review the operational activities of the system, to carry on the work presently carried out by the Consultative Committee on Programme and Operational Questions, including the Working Group on the Resident Coordinator System, particularly the translation of legislative mandates originating from resolutions and decisions of the General Assembly and the Economic and Social Council into operational policies, procedures and guidelines.

B. Funding and resources

6. In pursuance of General Assembly resolution 50/227 of 24 May 1996 and Economic and Social Council resolution 1997/59 of 24 July 1997, as well as Executive Board decisions 98/23, 99/1 and 99/23, UNDP made further progress in 2000 in implementing the multi-year funding framework (MYFF), which integrates programme objectives, resources, budget and outcomes with the goal of increasing core resources and enhancing their predictability. In particular, the first results-oriented annual report was presented to and well received by the Executive Board. The first Ministerial Meeting of UNDP, attended by over 50 ministers or ministerial-level officials, was held in September with the overall objective of building further political will for UNDP.

Problems encountered and lessons learned

7. During 2000, under the guidance of its Executive Board, UNDP continued to grapple with the problems of stemming the declining volume of core contributions, ensuring greater predictability of resources through multi-year pledges and reducing the overdependence on a limited number of donors.

8. In line with the provisions of Executive Board decisions 98/23, 99/1 and 99/23, UNDP held its second funding meeting in April. The total amount of regular resources currently estimated for 2000 is slightly below the level of the income received in 1999, according to provisional data. Programme countries once again showed a deep commitment to the funding meeting, where there was considerable high-level participation from capitals of both donor and programme countries.

9. In terms of enhanced predictability, while a number of countries announced payment schedules at the funding meeting, in some cases actual payments of the core contributions were received much later and, in a few cases, not before year-end. In this context, as indicated for 2000, it is important that all contributing countries officially communicate their 2001 core contributions as early in the year as possible and that they adhere to the fixed payment schedules that they announce. In addition to the funding commitments, the meeting highlighted the need for UNDP to reduce its overdependence on a limited number of donors. In comparison, the traditional pledging conference held in November 2000 yielded modest results, where none of the major donors were in a position to pledge, inter alia, because of the timing of their budget cycles. With the establishment of funding meetings within the respective Executive Boards of the funds and programmes, there is a clear need for the intergovernmental bodies to reconsider the role of the pledging conference held each November.

Recommendations

10. The Council may wish to:

(a) Welcome the progress achieved by UNDP in introducing the multi-year funding framework and the results-oriented annual report;

(b) Encourage the funds and programmes to exchange experiences and lessons learned in the area of multi-year funding frameworks with a view to their continued improvement;

(c) Reiterate its concern about the continued decline in core funding to the United Nations Development Programme and the other funds and programmes and, in this context, strongly urge all Member States to support the implementation of the multi-year funding framework, inter alia, through increased core contributions in order to meet the regular (core) resources targets set in the framework, and specifically urge all countries to increase their core contributions to help to reduce the overdependence on a limited number of donors;

(d) Make recommendations on the future of the United Nations pledging conference, taking into account the experience gained at the second funding meeting at the second regular session of the Executive Board, as well as the experience of the other funds and programmes.

C. Resident coordinator system

11. During 2000, efforts to strengthen the resident coordinator system proceeded on many fronts: (a) increasing the proportion of women and staff of other agencies who are resident coordinators; (b) improving the performance appraisal of resident coordinators; (c) further improving the selection process through the inter-agency advisory panel; (d) training first-time resident coordinators and country teams; (e) improving the competency assessment model based on an outside evaluation; and

(f) improving the annual reporting by resident coordinators.

Problems encountered and lessons learned

12. A review of the 128 annual reports of resident coordinators revealed the following:

(a) Improved overall quality of the reports as compared to those of previous years;

(b) A lack of strategic direction in many reports;

(c) Evidence of growing collaboration driven by themes and by common country assessments (CCAs) and United Nations Development Assistance Frameworks (UNDAFs); there is little evidence, however, of collaborative programming;

(d) Increasing collaboration with the Bretton Woods institutions;

(e) The work of theme groups had indeed concentrated on cross-cutting issues such as HIV/AIDS, education, health, rights-based approach, poverty and gender;

(f) The importance of the CCA and UNDAF in providing platforms for conference follow-up, adopting a holistic approach rather than a conference by conference approach;

(g) The emerging role of thematic groups for joint analysis and assessment and advocacy on cross-cutting themes.

13. The current competency assessment programme has been fully evaluated and the results of the evaluation reviewed by the Inter-Agency Steering Committee responsible for overseeing the programme. The main recommendations that emerged from the evaluation were included in the review of proposals for the continuation of the programme. The competitive bidding process is under way to select the firm to continue this programme, including the enhancements to it. The next assessment programme will be conducted in June 2001. All current and former resident coordinators will be expected to go through the assessment as well as first-time resident coordinators.

14. In terms of improving the gender balance of resident coordinators, the current goal is to increase the present ratio of 24 per cent to 38 per cent by 2001, which means the appointment of an additional 21 women. Priority is being given to internal recruitment. However, in the light of competing demands within agencies in meeting their own gender goals, the Working Group on the Resident Coordinator discussed modalities for the external recruitment of women over the short term. This subject is further discussed in paragraphs 35-38.

15. The performance appraisal system for resident coordinators continues to be problematic. In order to ensure that the system serves its purpose of providing feedback to the Administrator on the performance of resident coordinators, it has been reviewed and changes have been discussed with UNDG members and more broadly with the United Nations system through the CCPOQ Working Group on the Resident Coordinator System. At its meeting of 18 September, the Working Group endorsed a revised appraisal system with three elements: (a) the replacement of the current citing of "critical incidents" by a results-based appraisal reflecting tangible benchmarks such as progress with the CCA and UNDAF, the use of support to resident coordinator funds provided by UNDP, the quality of the annual report and performance in crisis situations; (b) selective implementation in a few countries each year of a 180 degree feedback exercise to provide objective feedback to resident coordinators and country team members as individual team-players on their performance and development opportunities; and (c) self-appraisal by the country team as part of the annual report exercise.

Recommendations

16. The Council may wish to:

(a) Take note of and encourage the range of efforts under way to improve the resident coordinator system on several fronts, highlighting in particular the importance of progress being sought in annual reporting by resident coordinators, which is a vital source of managerial information;

(b) Welcome in particular the additional measures taken to improve the performance appraisal of resident coordinators and the country team, reiterating its invitation to all concerned agencies of the United Nations system to make full use of the resident coordinator appraisal system.

D. Implementation of the common country assessment and the United Nations Development Assistance Framework

17. As of 15 November 2000, 62 CCAs had been completed and 48 were in progress; 19 UNDAFs had been completed with 25 in progress. A total of 26 workshops had been completed in the five geographic regions to promote the exchange of experiences and good practices relating to the CCA and UNDAF.

Problems encountered and lessons learned

18. In 2000 the Executive Committee decided to take steps to accelerate further the roll-out of the CCA and UNDAFs. Accordingly in October 2000, a series of meetings of senior regional managers of the organizations represented on the Executive Committee was held. It was concluded that unless the CCA and UNDAF are integrated into the programming procedures of the organizations themselves and used to streamline their programming procedures with the objective of lightening the demands placed on them by the CCA and UNDAF, the CCA and UNDAF will remain another layer of onerous programme requirements, creating not only additional burdens for country teams but also a drain on government capacities. The Executive Committee therefore instructed the UNDG Working Group on Harmonization of Programme Approval Process, chaired by UNFPA, to propose concrete steps to make the CCA and UNDAF an integral part of their respective programming processes.

19. Similarly, it was found that currently, non-compliance with timely delivery of quality CCAs and UNDAFs carries no institutional consequences for any of the staff whose organizations are represented on the Executive Committee. The Executive Committee accordingly agreed to include timely delivery of CCAs and UNDAFs as a factor in the annual performance evaluation of their representatives and regional managers.

20. Turnover of representatives had been found to make timely CCAs and UNDAFs difficult. Accordingly, the Executive Committee agreed to ensure that transfers and appointments were timed in such a manner that the timely delivery of quality CCAs and UNDAFs was not undermined, particularly as concerns resident coordinators.

21. Effective leadership of the country team by the resident coordinator was found crucial for successful CCAs and UNDAFs. When proposing and deciding on resident coordinator candidates, whether new or awaiting rotation, the Executive Committee agreed to take account of their past performance with regard to CCAs and UNDAFs.

22. The supportive institutional role of the regional bureaux or regional structures of the organizations was found important for successful CCAs and UNDAFs. Accordingly, the Executive Committee agreed to entrust their regional managers with the effective monitoring of CCAs and UNDAFs in their respective regions and to task them proactively to provide the necessary support to their country representatives, to contribute to and use the results of the CCA/UNDAF Learning Network on a systematic basis and to continue their joint inter-agency meetings and reports to the Executive Committee either on a quarterly or a biannual basis.

Recommendations

23. The Council may wish to:

(a) Welcome the progress on implementation of the common country assessment and the United Nations Development Assistance Framework processes, in particular the additional managerial steps taken by the Executive Committee to accelerate the introduction of the common country assessments and the United Nations Development Assistance Frameworks;

(b) Encourage further efforts to streamline programming instruments as progress is achieved in introducing the CCAs and UNDAFs;

(c) Urge all partners in the United Nations system, including the Bretton Woods institutions, to participate actively in the common country assessment and United Nations Development Assistance Framework process, in line with the guidance note of the Administrative Committee on Coordination on the CCA and UNDAF.

E. Harmonization of programming periods and procedures

24. During 2000, UNDG and CCPOQ accelerated their efforts to promote the harmonization of programming periods and procedures, particularly on the following fronts: (a) harmonization of programming periods; (b) joint programmes; (c) joint mid-term reviews; and (c) harmonized administrative procedures for national project personnel. The harmonization of programming periods is essential for the preparation of the United Nations Development Assistance Framework (UNDAF). As of 6 November 2000, a total of 89 countries were included in category A (countries with harmonized programming periods) while 18 countries were in category D (countries where harmonization is not considered feasible).

Problems encountered and lessons learned

25. The harmonization of programming periods has been found essential for the preparation of meaningful UNDAFs. The number of countries with harmonized programming periods reached 93 by November 2000. By the end of 2004, 90 per cent of qualifying programme countries will have harmonized their cycles. This represents a key step for the roll-out of the UNDAF and for enhanced impact by UNDG at the country level.

26. A note on definitions of processes and products for enhancing UNDG programme collaboration was approved by UNDG and sent out to the field in March 1999 in order to clarify terminology relating to programming used by UNDG member organizations. In July 2000, building on the CCA/UNDAF roll-out during 1999-2000 and the harmonization of programming periods, a guidance note for the preparation of joint programmes/projects was endorsed by UNDG and sent out to the field. Country teams have been encouraged to use the guidance note when developing and managing joint programmes/projects and to share the results of their experience with UNDG. It is still too early to judge the impact of this measure; it should, however, be detectable in the annual reports of resident coordinators in the coming years as well as through the triennial comprehensive policy review of 2001.

27. Procedures for joint mid-term reviews of country programmes and UNDAFs have now been completed and are being field-tested by a number of country teams. It is expected that the revised procedures will be made available for general use in the first quarter of 2001. When programming periods have been harmonized, the joint mid-term review of individual country programmes and UNDAFs will lessen the current demands and burdens placed on Governments participating in the review of country programmes of individual funds and programmes.

28. Simplified and harmonized administrative procedures for national project personnel hired by different United Nations organizations are being analysed by a UNDG ad hoc group, based on current practices by some country teams. These procedures include, for example, salary scales, daily subsistence allowance rates, contractual and recruitment modalities, insurance coverage and methods for performance assessment. Governments have called for the harmonization of the administrative procedures for national project personnel applied by different organizations. The UNDG ad hoc group is focusing on a few practical areas, where harmonization is feasible under the existing regulations and rules of different organizations, in particular remuneration and per diem rates. Guidance notes will be sent to country teams during 2001.

29. With regard to future challenges and next steps, UNDG and CCPOQ will consider the harmonization and simplification of programming processes and approval. The UNDG has set up a working group, chaired by UNFPA, with the objective of developing a common process for programme approval, taking into consideration the need for further harmonization and simplification of programmes and programming procedures for all United Nations organizations in the UNDG in order to provide the basis for a substantive, timely and joint oversight function of the respective Executive Boards.

Recommendations

30. The Council may wish to:

(a) Take note of the progress achieved by members of the United Nations Development Group so far in the harmonization and simplification of programming periods and procedures;

(b) Recall their request to the funds and programmes as part of their preparations for the triennial policy review of 2001 to assess the actual

benefits to programme countries of harmonized programming periods;

(c) Encourage the members of the United Nations Development Group, in the light of the discussions on the subject at the Council, to address the areas for further harmonization and simplification of procedures identified in consultation with resident coordinators and country teams and to report to the Council at its substantive session in 2002 with concrete results in each area.

F. Gender-mainstreaming

31. UNDP and its partners in UNDG sought in 2000 to implement the Beijing Platform for Action and prepare the five-year review of the Fourth World Conference on Women (Beijing + 5) of June 2000. The recommendations of the review address the need for tools to measure progress and ensure accountability towards fulfilling the commitments made in Beijing. Another area of focus for the funds and programmes was the gender dimension of national poverty-reduction strategies and the situation of women in countries in crisis.

Problems encountered and lessons learned

32. From the perspective of UNDP, the main implication of the Five-Year Review of the Beijing Conference was enhancing the accountability of all stakeholders with regard to showing measurable progress towards the commitments of the Conference. UNDP, in particular, is seeking to build the gender dimension into its policies, programmes and management. Efforts were made to include gender issues more explicitly into national human development reports, to promote the collection of relevant gender statistics for the CCA and UNDAF, including the development of qualitative indicators on women's human rights, paid and unpaid work, and the strengthening of gender-budgeting initiatives. UNDP is particularly interested in indicators of women's vulnerability and in monitoring progress in the implementation of the Convention on the Elimination of All Forms of Discrimination against Women. Alternate reports from civil society have been useful instruments for assessment and advocacy.

33. Another challenge for UNDP in 2000 is helping programme countries to ensure that national poverty reduction strategies, and their associated poverty reduction strategy papers take full account of the feminization of poverty and women's own coping strategies both for policy and implementation.

Recommendations

34. The Council may wish to:

(a) Take note of the lessons learned and the challenges in mainstreaming gender considerations in operational activities for development, particularly through national poverty reduction strategies;

(b) Encourage the funds and programmes and other partners in the United Nations system engaged in supporting national poverty reduction strategies to ensure that their efforts fully reflect gender considerations, in line with national priorities;

(c) Take note of the growing recognition of women's needs and contributions in crises and peace-building initiatives, and encourage funds and programmes and other partners in the United Nations system to ensure that their activities in these areas take due account of gender considerations;

(d) Encourage the funds and programmes and other partners in the United Nations system to incorporate women's paid and unpaid work in national accounting, to engender national budgets, and to develop gender-sensitive statistical data collection and analysis;

(e) Take note of the changing situation of women in the age of information and technology and in the globalizing economy and, in particular, of the new challenges for women in the labour force;

(f) Encourage the funds and programmes and other partners of the United Nations system to address the issues of trafficking in women and girls, gender-based violence, HIV/AIDS and women in conflict situations in the context of a human rights framework.

G. Gender balance

Problems encountered and lessons learned

35. In 2000, UNDP continued to address the special problem of retaining professional women at the mid-career point through its work/life policy and its human resources policy, which actively promotes the careers of young women, including measures such as

authorizing cumulative seniority in all previous Professional grades when women are considered for promotion.

36. As of November 2000, the percentage of women in the Professional category and above in UNDP was as follows: 41 per cent of all Professional staff, as compared to 36 per cent in 1999; 26 per cent of UNDP resident representatives and United Nations resident coordinators as compared to 25 per cent in 1999; 22.5 per cent of all staff at the D-1 and D-2 levels as compared to 21 per cent in 1999; and 3 out of 5 staff at the Assistant Secretary-General level, the same number as in 1999.

37. In 2000, UNDP targets for the percentage of women staff continued to be: 40 per cent overall for staff at the Professional and Director levels and 38 per cent for resident coordinators/resident representatives by 2002. For the first time ever, a target of 50 per cent women was set for participants in the competency assessment programme held in September and October 2000. This was to encourage all sponsoring organizations to focus on the issue of gender and on ensuring that more women serve as resident coordinator and to be placed in the pool of candidates approved by the Inter-agency Advisory Panel for future service as resident coordinators.

Recommendations

38. The Council may wish to:

(a) Take note of the lessons learned and progress made by the United Nations Development Programme in the implementation of its gender balance policy;

(b) Call for continued efforts to accelerate achievement of the gender targets, taking into account the lessons learned by other United Nations entities.

H. Capacity-building

39. Based on extensive preparatory work and drawing on the experience of organizations of the United Nations system from evaluations of operational activities conducted, a guidance note was issued by CCPOQ in 2000 on behalf of ACC on capacity-building to guide resident coordinators and country teams on the subject.

Problems encountered and lessons learned

40. Member States at the substantive session of the Council in 2000 welcomed the issuance of a guidance note but called for the translation of this guidance note on capacity-building into practice as soon as possible. Many of the five-year reviews of the United Nations international conferences have also stressed the importance of United Nations support to building national capacity for poverty eradication.

41. The Department of Economic and Social Affairs has pointed out that the evaluations undertaken in the context of the 1998 triennial policy review demonstrated that the traditional concept of capacity-building is no longer viable. The ACC guidance note on capacity-building, with its system-wide consensus on terminology and concepts, should form the basis for new agency-specific programming guidelines on capacity-building as well as training on the subject. Capacity-building will be a major dimension of the 2001 triennial comprehensive policy review and the good practices identified will need to be fed back into the United Nations system. As UNDP and its partner organizations in the United Nations system proceed with their own internal reforms, it is important that the new profile of staff sought include the skills needed for promoting capacity development in programme countries.

Recommendations

42. The Council may wish to:

(a) Reiterate that the primary responsibility for capacity-building rests with programme countries themselves;

(b) Take note of the progress over the past year in producing and disseminating an agreed set of guidelines, with a system-wide consensus on terminology and concepts, which have taken many years to achieve;

(c) Urge the United Nations specialized agencies, funds and programmes to accelerate, in a systematic and concerted fashion, the implementation of these guidelines, which would entail, inter alia, modifying programming guidelines to reflect the new consensus; to develop system-wide training packages and funding training programmes at the appropriate level; and to ensure, through their human resources

policies and practices, that new professionals hired possess the skills mix for promoting capacity-building.

I. Common premises and services

43. In 2000, UNDP continued to chair the UNDG Sub-Group on Common Premises and Services and played an active part in the Management Group on Premises and Services, which, as a decision-making body, relies on the advice and recommendations of the Sub-Group on Common Premises and Services.

44. To date, a total of 37 United Nations houses have been inaugurated or designated by the Secretary-General. The UNDG Sub-Group on Common Premises and Services regularly reviewed proposals from country teams and has provided advice and guidance to country teams in their efforts to establish common premises/United Nations houses. In this regard, the Sub-Group reviewed 51 proposals in 1998 and 58 in 1999; undertook 13 field missions in 1999; and during 2000, reviewed 32 proposals and undertook missions to six countries. It is expected that by the end of 2000, there will be seven new United Nations houses designated.

45. The Executive Boards of the four member organizations of the Executive Committee set a target of five United Nations houses to be established in 2000 and an additional five in 2001. By June 2000, the Sub-Group had identified 43 countries that might have the potential for the establishment of United Nations houses. The resident coordinators were contacted and the positive responses, which are still coming in, will constitute the basis for a pipeline of countries where a United Nations house might be established in the future.

46. A consolidated lease-management system was established through the use of Aperture software, completed in 1999. A common database now allows the sharing of information among the four member organizations of the Executive Committee, thus facilitating the management of country office premises.

47. Regarding common services, as a follow-up to the survey on common services conducted in 1999 with funding from the United Kingdom, a workshop with 27 senior operations managers from the Executive Committee organizations was held in March 2000 to review the results of the survey, to evaluate experience to date and to develop draft operational guidelines for the establishment and enhancement of effective and efficient common services operations at the country level. The workshop resulted in draft operational guidelines on common services, which were finalized and endorsed on behalf of the United Nations system as a whole by CCPOQ in September 2000 and will now form part of the ACC Guidelines for Administrative Management.

Problems encountered and lessons learned

48. Experience so far has shown that the real key to success in establishing United Nations houses is effective leadership by the resident coordinator and the development of a large, viable pipeline of countries where further United Nations houses are feasible. The steps taken above will help to ensure a substantial pipeline for the years to come. The continuing challenge now is to ensure that decisions regarding the establishment of United Nations houses (as a desirable principle) are taken in a cost-effective manner. It is also recognized that the move to common premises may result in an increase in one-time and recurring costs. Common premises present numerous tangible benefits such as common reference units and other facilities that can provide opportunities for synergy.

Recommendations

49. The Council may wish to:

(a) Welcome the progress on both common premises and common services, in particular;

(b) Urge host countries as well as the member organizations of the Executive Committee to continue to promote United Nations houses and common services, recognizing that while there may be increased one-time and recurrent costs, there are also tangible benefits and synergy to co-location.

J. Cooperation with the World Bank

50. During 2000, UNDP further developed its relationship with the World Bank at two levels: (a) the inter-agency level, as part of the UNDG discussions with the World Bank and (b) the bilateral level, with its direct policy and operational collaboration with the World Bank. The present section focuses on the inter-agency relationship, which addresses the coordination concerns emerging from past legislation of the Council

relating to the overall links between the United Nations and the Bretton Woods institutions.

51. The main focus of the discussion on coordination with the World Bank and UNDP and its partner organizations in UNDG has been collaboration in the context of the Comprehensive Development Framework, the poverty-reduction strategy papers (PRSPs) and the CCA/UNDAF and the important question of interrelationships between the instruments. A series of learning workshops and briefings were held with the participation of the World Bank and organizations of the United Nations system.

Problems and lessons learned

52. Three major issues have emerged from the workshops and consultations held and the feedback from country teams that have been involved in consultations with the World Bank as well as from the joint learning group on the CDF and PRSPs, which meets periodically and maintains continual electronic contact among its members: (a) enhancing national ownership of processes; (b) improving participation of different actors, particularly civil society; and (c) ensuring a substantive contribution of UNDP and the other United Nations agencies and entities.

53. Regarding national ownership, since the CDF and the PRSP are nationally led initiatives, the United Nations can respond to the request of Governments for its participation in these exercises and in establishing links between those processes and the CCA and UNDAF processes. In several cases, national ownership is being promoted by the use of national strategies to which UNDP and its partner organizations have often contributed, as in the cases of Ghana, Uganda and the United Republic of Tanzania. Often, UNDP and other United Nations organizations encourage wider ownership within government by working with line ministries and executive offices to ensure that the ministry of finance is not the only ministry involved. In one case, UNDP helped to establish a liaison between the Ministry of Finance and the Vice-Presidency. In other cases, participation by a broad array of ministries and other actors was promoted through the following mechanisms facilitated by UNDP: partnership working groups, sector working groups, steering committees and technical committees. In several cases, UNDP helped to establish links between the round-table meetings or Consultative Group meetings and the CDF/PRSP processes. UNDP also played an important role in several countries in involving a broader range of civil society actors in the PRSP process through workshops at the national and local levels.

Recommendations

54. The Council may wish to:

(a) Welcome the collaboration between the United Nations Development Programme and its partner organizations in the United Nations system and the World Bank, particularly at the request of Governments, to enhance linkages between the common country assessment and the United Nations Development Assistance Framework, on the one hand, as well as the Comprehensive Development Framework and poverty-reduction strategy paper, on the other, under the overall coordination of national authorities, so as to build on existing preparatory work and to avoid additional burdens on national authorities;

(b) Encourage UNDP and other members of the country team to make further efforts to make substantive contributions to the CDF and PRSP processes, drawing on the common country assessment and the United Nations Development Assistance Framework experience in particular and on the substantive outputs of the United Nations Development Programme and other United Nations projects, in addition to helping to facilitate and link the respective preparatory processes.

K. Monitoring and evaluation

55. Results-based management (RBM) is one of the important developments in this field. In 2000, UNDP made significant progress in strengthening the methodologies for RBM and making it operational, in managing design of the strategic results frameworks (SRFs) working with the country offices, and preparing the first results-oriented annual report (ROAR). Further, methodologies and tools have been developed for assessing impact at the country level and an evaluative research programme has been developed to promote stronger substantive accountability.

56. UNDP presented the ROAR to the Executive Board at its annual session in June 2000; it was received very positively. The tools for RBM include the SRF, the country office management plan (COMP), the results strategy table (RST) and the ROAR. The

challenges during 2000 and beyond will be to create throughout the organization a results-based and performance and measurement culture in line with the Administrator's Business Plans, 2000-2003 (DP/2000/8). The SRF, ROAR and COMP were further refined in 2000 on the basis of the experience gained from the first round of implementation. The revised tools for RBM were introduced in the country offices in 14 regional workshops in all five regions, with the help of four resource persons from headquarters and the field for each workshop.

57. UNDP has been in the forefront in methodology development and in the design of results-based systems. Progress made by UNDP in RBM methodology has been with the close involvement of the multilateral and bilateral organizations. This very process of close consultation has contributed to reinforcing the importance of RBM in international forums such as the Working Group on Aid Evaluation of the Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD/DAC).

58. The move towards joint evaluations and evaluation partnerships has been another major accomplishment. A thematic evaluation on decentralization local governance was conducted in partnership with Germany. The findings and recommendations of the evaluation were discussed at an international seminar in Berlin. A synthesis of lessons learned on the topic, based on further case studies, will be presented to a DAC forum in 2001.

59. Regarding staff accountability for results, the newly introduced UNDP individual performance appraisal is a results-and-competency-based tool. A number of key results are identified at the beginning of the reporting period as being those the staff member will be expected to perform. These will be measured against a set of competencies the organization considers to be paramount in terms of how staff perform.

Problems and lessons learned

60. The implementation of the SRF during 2000 in all country offices as well as feedback from the 14 workshops revealed that: (a) the revised SRF was well received by country offices, for whom a major challenge will be to select some six to ten strategic outcomes from the portfolio of projects and programmes they now carry out; (b) the database being built up as a part of RBM has tremendous potential to reduce ad hoc reporting and related workload; and (c) the results strategy table was widely recognized as a major step towards planning and management of the support budget; it is seen as progress towards budgeting for results as well as towards a new cost-recovery approach.

61. Remaining challenges and issues for 2001 and beyond include: (a) the alignment of programming instruments such as the country cooperation framework (CCF), the programme support document (PSD) and project document with RBM; (b) the alignment of internal and external monitoring, evaluation and assessment processes with RBM, i.e., the need for revising guidelines for audit, monitoring and evaluations; (c) the continued alignment of the staff appraisal systems in the organization with RBM; (d) consideration given to the alignment of the CCF and SRF periods; (e) clear guidance on how to develop and sustain partnership strategies; (f) clear guidance on how to engage with Governments in a dialogue founded on results-based management; and (g) harmonization of RBM efforts among organizations of the United Nations system. The last point is of particular importance to the Council.

Recommendations

62. The Council may wish to:

(a) Welcome the progress made in the design and implementation of results-based management in UNDP, highlighted by the presentation of the first-ever results-oriented annual report to the Executive Board;

(b) Take note of the challenges remaining for UNDP to internalize results-based management and realize its potential for substantially more effective planning and management;

(c) Encourage, especially, the exchange of experiences among the funds and programmes and the wider United Nations system, with a view towards the medium-term harmonization of RBM efforts throughout the system;

(d) Encourage, in particular, the harmonization of all other monitoring and evaluation tools as well as other relevant programming and management tools with results-based management.

II. Follow-up to international conferences

63. The focus of the present section is on the integrated and coordinated follow-up to the United Nations conferences, in line with such Council legislation as resolution 1998/44. During 2000, the focus of UNDP along with its partner organizations in the United Nations system continued to be on country-level coordinated follow-up to the international conferences, through the resident coordinator and the country team. UNDP organized an inter-agency workshop in July 2000 to review the ACC poverty strategy in the light of the outcomes of the five-year review of the World Summit on Social Development.

Problems encountered and lessons learned

64. In addition to the national reports of Governments on the follow-up to individual conferences, the resident coordinator's annual report, prepared in close collaboration with the entire country team, continued in 2000 to be an important source of information on actual inter-agency activities relating to conference follow-up at the country level. The 128 annual reports received covering 1999 gave special emphasis to and provided more information on the integrated and coordinated follow-up to conferences.

65. The review by the United Nations Development Group Office of the 128 resident coordinator reports received for 1999 revealed the following regarding conference follow-up:

(a) A large number of annual reports did address both the integrated and coordinated follow-up to major United Nations conferences;

(b) Others reported only on the follow-up to individual conferences;

(c) Others reported only on operational activities relating to both follow-up to individual conferences and integrated follow-up;

(d) Some country teams that prepared special reports on conference follow-up made strategic plans for future support for conference follow-up;

(e) More such strategic planning is required;

(f) Resident coordinators suggested that the ACC materials needed to be supplemented with operational tools and specific advice in applying them, including methodological frameworks and models for their country-specific application;

(g) A total of some 600 theme groups have been established for the cross-cutting or thematic follow-up to conferences, according to such themes as poverty eradication, gender, HIV/AIDS, food security, and others.

Recommendations

66. The Council may wish to:

(a) Note the progress of the resident coordinator system in assisting Governments in the integrated and coordinated follow-up to global conferences and encourage further work by country-level theme groups to address the three areas highlighted by the Council in its resolution 1998/44: poverty eradication, social development and the 20/20 initiative and the role of civil society in conference follow-up;

(b) Re-emphasize the need to link follow-up to individual conferences, including the five-year reviews, to the integrated follow-up to all conferences, calling for review documents and other preparatory activities fully to reflect linkages with other conferences and call upon Governments, in their leadership of the follow-up to individual conferences, to ensure the cross-cutting dimension and linkages with the other conferences, with the full involvement of all stakeholders, including the bilateral donors, the Bretton Woods institutions and civil society;

(c) Welcome the reporting on conference follow-up by resident coordinators and encourage continued reporting on this subject in their annual reports.

III. Follow-up to special economic, humanitarian and disaster relief assistance: agreed conclusions

67. During 2000, UNDP further defined its strategy for crisis and post-conflict situations, which is presented in depth in the report of the Administrator on the role of UNDP in crisis and post-conflict situations (DP/2001/14), to be considered by the Executive Board at its first regular session of 2001. In the present report, the specific implications of this policy for inter-agency

coordination, which will be of interest to the Council, are highlighted.

68. The commitment of UNDP to eradicating poverty and empowering the poorest and most vulnerable groups shapes its growing development work to break the pernicious cycle of crisis, poverty and risk that is fuelling instability worldwide. While UNDP has been active in such situations for several decades, the environment in which the organization is operating has changed dramatically. Reforms at the United Nations, universal calls for a shift to a global culture of prevention, a new system-wide approach to peace missions and a growing body of experience on the shortcomings of how transition processes are currently handled are some of the primary forces requiring that UNDP update its crisis and post-conflict (CPC) strategy. In all these instances, development cooperation has been identified as a critical link to success. These forces for change represent important opportunities for the organization to play its pivotal role within the United Nations system. Experience also suggests that UNDP CPC programmes would benefit from a greater coherence between CPC and other UNDP interventions and coherence between UNDP and other actors. Programmatic coherence in this field is built around the global UNDP priority of addressing the needs of the poor, especially women and children, by reducing vulnerability and risk through interventions at the community and national levels and through strategic upstream policy advice. The renewed commitment of UNDP to partnerships and its role as manager of the resident coordinator system in particular is the underpinning for enhancing its coherence among other actors in the CPC domain.

69. The role of UNDP in CPC situations is strictly limited to addressing the development dimensions of these situations. The substance of the organization's work in these environments, therefore, with its strong emphasis on local capacity-building and needs-identification and management is not intrinsically different from its work in other circumstances. The way in which the organization operates in these environments, however, must be different; failure to deal with this reality in the past has led to an uneven performance and to perceptions of institutional unpredictability by some key partners. Reforms in corporate systems that relate to staff competencies, deployment, resource management and mobilization and programming procedures are under way to bolster the operational performance of the organization.

70. However, the economic and social development work of UNDP will be sustainable only if strategies for such development address its impact on tensions that could lead to violence and promote measures to counteract such tensions. The Report of the Panel on United Nations Peace Operations to the Secretary-General (the "Brahimi Report") calls for a radical overhaul of the United Nations peace missions and points to the overdue need for an integrated approach to the development and implementation of conflict prevention, peacekeeping and peace-building activities, the latter "in effect, a hybrid of political and development activities targeted at the source of conflict" (Brahimi Report, para. 44). The reforms proposed in the Brahimi Report envision a holistic approach by the United Nations to peace missions that goes well beyond traditional peacekeeping and singles out the untapped potential of UNDP as a partner in this area and identifies UNDP as best placed to take the lead in implementing peace-building activities in cooperation with other United Nations organizations. The report defines peace-building as "activities undertaken on the far side of conflict to reassemble the foundations of peace and provide the tools for building on those foundations something that is more than just the absence of war" (para. 13). It calls for a more systematic addressing of the root causes of conflict and the promotion of equity and sustainable development as a necessary foundation for peace. These activities lie at the core of UNDP development work.

Problems encountered and lessons learned

71. The experience of UNDP in CPC situations has yielded the following broad conclusions: (a) UNDP operations in CPC situations are based on its general programming, which is aimed at sustainable human development, with activities adjusted to meet specific CPC needs and challenges; (b) UNDP operations in CPC situations have been strongly country-driven; (c) UNDP operations have given primacy to capacity-building under local leadership; (d) UNDP has leveraged its trusted partner status to assist governments in dealing with some of the more sensitive aspects of post-conflict recovery such as electoral support, rule of law and national reconciliation processes; (e) UNDP programming has provided a balance to the more visible targeted

operations of the relief community by supporting whole disadvantaged communities rather than target groups such as internally displaced persons or returnees; (f) UNDP has brought continuity to peace-building and recovery processes; (g) UNDP has played its part as a key member and coordinator of the United Nations community; and (h) UNDP has supported regional cooperation where appropriate.

72. The lessons of experience pose two particular challenges, however, which are addressed in document DP/2001/14. First, there is a clear need for improved coherence in these activities. In the broad spread of UNDP development activities there is a need to find a better balance between maintaining a manageable set of strategic entry points and related products and services in CPC situations and responding to the wide range of requests for support. Bringing enhanced coherence to these activities will have many spin-offs: it would allow UNDP to leverage economies of scale, provide a better platform on which to build a corporate identity and contribute to making UNDP a more predictable partner.

73. The issue of predictability is the second key challenge for the future. Effective partnerships with new and existing partners require that UNDP focus on its clear comparative advantages and produce results in those areas consistently and effectively. The reforms to the corporate "tool box" for CPC activities identified in document DP/2001/14 are intended to enhance the predictability of the organization's response.

Recommendations

74. The Council may wish to provide guidance along the following lines:

(a) Take note of the approach and strategy of UNDP to conflict and post-conflict situations, along with the approaches of partner funds and programmes contained in their respective reports to the Council;

(b) Encourage the efforts of the UNDG organizations to ensure, in the follow-up to the present intergovernmental discussions on peace-building, that the high priority of the development dimension is maintained, both in policy and operations.

IV. Recommendations

75. The Executive Board may wish to:

1. *Take note* of the present report;

2. *Decide* to transmit it to the Economic and Social Council, together with the comments and guidance provided by delegations at the present session.